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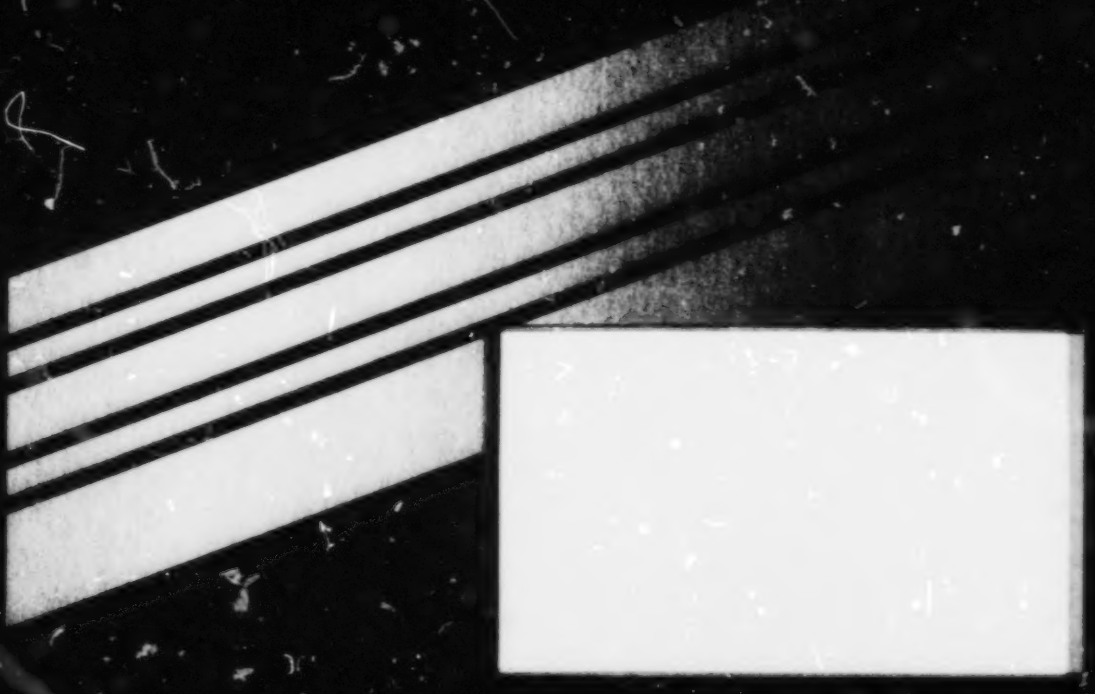

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ZONE POLICING: GUIDELINES FOR IMPLEMENTATION

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I

INTRODUCTION

This brief report is intended to provide police managers with an introduction to zone policing. It is designed for police organizations interested in considering the adoption of a zone model of police service delivery. The zone model is suited to community-based policing strategies, especially for larger communities. The material presented in this report was obtained from a review of existing documentation related to zone policing, and is supplemented by information gathered through contact with several major municipal forces in Canada. Some of these police departments have extensive experience with zone-based policing, while others are considering or actually developing their own version of zone policing.

Before proceeding, a point of terminology should be clarified. One of the first questions often asked is "What is the difference between zone policing and team policing, or between team policing and British unit beat policing?". Research has shown that no specific model of zone/team/unit beat policing has been agreed upon. Quite correctly, the models implemented in different locations are tailored to reflect local circumstances. There are, however, a number of basic fundamental features of zone/team policing as these terms are used in North America. These fundamental features are described and discussed in Chapter II below. In the interests of consistency, we have elected to call the model discussed in this report zone policing, because this term reflects the primary role of the zone as the focus of attention for the delivery of all police services.

In addition to describing the basic features of zone policing, Chapter II presents a summary of the benefits anticipated from the zone model. Chapter III discusses how to address the task of developing a zone policing approach to fit local needs. The report concludes with a general set of guidelines for implementing zone policing.

II

ZONE POLICING DEFINED

The concept of zone policing was developed in response to several features of traditional approaches to the provision of police services which seemed to need improvement. The areas most often cited were the increasing isolation of the police from the communities they served (due in part to almost total reliance on mobile patrol), difficulties in increasing patrol productivity and effectiveness in dealing with criminal matters, the lack of internal communications across organizational subunits (particularly between patrol officers and investigators), and the relegation through specialization of patrol officers to the role of 'report takers'. Faced with growing citizen demands for police services, and ever tighter budgets, certain police organizations responded by developing new organizational structures and procedures for deploying patrol and criminal investigation personnel. One such innovative model for the delivery of policing services is zone policing. In the remainder of this chapter we describe the defining features of, and the benefits anticipated from zone policing.

A. WHAT IS ZONE POLICING?

The police research literature is reasonably consistent in defining zone policing as being made up of the following elements:

1. Geographic stability

A team of police officers and their supervisors retain ongoing responsibility on a 24-hour per day basis for the delivery of police services to a defined geographical area.

2. Decentralization of authority

This requires that the zone police team and its supervisors be given autonomous decision-making responsibility for routine policing matters which have traditionally been reserved for the police executive (i.e., manpower disposition, scheduling, tactics, planning, etc.). This respects the notion of participative management and proper delegation of authority while further acknowledging the wealth and relevance of decision-making information which emanates from line personnel and their supervisors.

3. Reduced use of specialists/enhanced role for patrol officers

The guiding principle in this element is to generalize where possible and specialize where necessary. A major consequence of applying this principle is an enhanced and expanded role for constables. It is presumed that team members will take on traditional investigative and enforcement functions (once provided by support elements such as detective division and traffic sections). Although this applies as a general rule, it respects the need for a specialist group to deal with organized criminal elements and/or areas which require ongoing co-ordination of police resources in a more complex/aggressive mode.

4. Improved internal communications

This refers to the various methods and mechanisms set in place to ensure timely and relevant passage of information within the police force (both within and across zone boundaries). This information is generally communicated through team meetings and/or publications.

5. Community relations emphasis

This requires that the police establish lines of communication between themselves and the community which permit the public to air its problems and concerns to the police, and assists the police to set zone-based

policing priorities in order to resolve such issues, commensurate with the existing level of community competence.

6. Crime prevention emphasis

This implies that the police and community together, through a clearer and more complete understanding of crime and order problems in a particular zone or neighbourhood, will be able to develop early intervention/ prevention strategies to address these problems.

The Core Concept

The thread which connects these six defining features of zone policing is the concept of the zone as the basic area of operation: all staff (other than senior management) work solely within one zone, deployment decisions are made at the zone level, and patrol personnel become responsible for almost the full range of police services delivered within the zone including patrol, investigation, community relations and crime prevention.

B. WHAT BENEFITS ARE ANTICIPATED?

Associated with the various elements which define Zone Policing are a number of benefits. Some of these benefits accrue to the individual officer, some to the organization as a whole, and others to the community. Exhibit II-1 summarizes the benefits anticipated from Zone Policing.

As shown in Exhibit II-1, many of the elements of zone policing are intended to lead to increased job satisfaction, more efficient use of police resources and/or enhanced police-community relations. These general benefits are discussed below.

EXHIBIT II-1 Anticipated Benefits of Zone Policing

Defining Element	Primary Benefits	Secondary Benefits
Stability of Geographic Assignment	- Officers become familiar with their zone	- Faster response to calls for service - Officers aware of community characteristics and concerns
	- Zone residents come to know their patrol officers	- Better communication between police and community - More participation in crime prevention activities - Better police-community relations
Decentralization of Authority	- Increased police responsiveness to local problems	- Better police-community relations
	- Enhanced accountability	- Increased police efficiency and effectiveness - More efficient use of information on crime and resource availability
Reduced Use of Specialists	- Continuity of service delivery	- Better police-community relations - Improved service quality resulting from officers' realization that case is "his property"
	- Job enrichment for patrol officers	- Build skill repertoire - Increased job satisfaction
	- Enable specialists to concentrate on most appropriate cases	- More efficient use of specialist resources - Increased job satisfaction

EXHIBIT II-1 **Anticipated Benefits of Zone Policing (cont'd)**

Defining Element	Primary Benefits	Secondary Benefits
Improved Internal Communications	- Early problem identification - Ability to target resources on identified problems - Generally enhanced effectiveness	- More efficient use of police resources
Community Relations Emphasis	- Increased police responsiveness to local concerns - Increased police ability to enlist active community support to address problems	- Better police-community relations - More efficient use of police resources - Increased officer job satisfaction
Crime Prevention Emphasis	- Police able to get at root causes of some problems rather than being almost strictly reactive - Positive role for police in dealing with the public	- More efficient use of police resources - Better police-community relations

- Increased job satisfaction. One of the key benefits anticipated from zone policing is the increased job satisfaction expected, particularly for patrol personnel. This benefit is achieved through the enhancement of the constable's role from that of 'report taker' to 'constable generalist'. This is very timely issue. Many police constables are currently faced with limited prospects for promotion. Some can expect to spend their entire careers as patrol constables. Encouraging these people to pursue limited followup investigations, as occurs under zone systems, will both increase the variety of tasks they do (leading to increased job satisfaction) and enable the organizations to use their years of experience to best advantage. An additional related benefit is the anticipated reduction in sick leave, turnover and disciplinary problems associated with increasing the job satisfaction level of any organization's personnel.

  Increased job satisfaction is also expected for investigative personnel. Because many cases will be concluded early due to the constables' initial investigations, investigators can focus their attention on cases which more clearly require their technical skills. These cases can be identified through the use of formal case screening procedures.

- More efficient use of police resources. Several aspects of zone policing are expected to contribute to increasing police efficiency and effectiveness. These issues are particularly relevant at the present time as all tax-supported services face increasing budgetary pressure and more detailed scrutiny of their general performance. The bulk of these improvements are achieved through making better use of existing personnel (as described above) and through holding middle management more accountable by establishing zone-based accountability structures. As well, making better use of available information on crime and order problems will enable zone managers to deploy their staff in an optimal manner. Finally, the increased emphasis on community relations and crime prevention will yield opportunities for the police to mobilize community resources as extensions of programs formally delivered solely by police personnel.

- Enhanced police community relations. The recognition is growing both within the police community, and in society at large, that the police cannot "solve the crime problem" by themselves. It is only by actively involving the community in both the identification, and the resolution of a community's crime and public order problems that progress can be hoped for. Zone policing provides a number of opportunities for the police to both provide their traditional services in ways that are visibly better, and to interact with the public in positive contexts which should foster cooperation between the police and the community they serve. It also provides opportunities for, and encourages zone managers to develop and implement innovative and creative responses to problems unique to their communities. These efforts should lead to an enhanced sense of public security, and a reduction in the public's fear of crime.

In this chapter, we have defined and identified the benefits to be achieved from zone policing. Chapter III describes a process whereby the need for, and feasibility of zone policing can be established.

III

DEVELOPING A ZONE POLICING APPROACH TO MEET LOCAL NEEDS

In Chapter II of this report we identified a number of approaches to the provision of police services which, taken together, constitute zone policing. The individual elements are intended to improve upon traditional approaches and/or to increase organizational efficiency and responsiveness to the community.

The logical first step in establishing whether zone policing holds any promise for individual police organizations is to study the organization's current operations. This research has two broad objectives. The first objective is to determine whether the organization being studied is experiencing the problems which zone policing is intended to address. Information of this type can also be used once a zone model has been introduced to monitor its success in solving these problems.

The second objective of the type of research described in this chapter is to assess the feasibility of zone policing in the jurisdiction in question. Are there features of the organization which would prevent a zone model from operating? Are the information resources available to support decentralized decision-making and a more proactive philosophy of policing? Is the quantity and quality of operational supervision such that constables can take on more investigative responsibility without risk of causing their reactive role to deteriorate to an unacceptable level?

In the remainder of this chapter, we examine each of the defining elements of zone policing, and identify, for each element, questions related to their necessity and feasibility. We also suggest potential sources of information for addressing these questions.

A. THE CORNERSTONES OF ZONE POLICING

1. Geographic Stability

In some police organizations, patrol personnel work in one area for extended periods. In others, assignments are rotated quite frequently, e.g., on a weekly basis. For zone policing to work, it is very important that patrol personnel work a defined area long enough for them to get to know the area and its residents, and ideally for the local people to come to recognize and know their patrol officers.

Given the range of local practices, geographic stability of assignment will be more of a change in some jurisdictions than in others. Clearly it is feasible to operate this way since many police organizations not employing a full zone policing model do not rotate their patrol staff over short time periods. This aspect of zone policing is one type of procedural change which can be made by executive decision with little need for formal study of either its need or feasibility. Implementation however, will require an organizational commitment to the concepts of zone integrity and stability, thus requiring minimum periods of zone assignment and limited inter-zone transfers.

2. Decentralization of Authority

Many police departments are organized in such a way that middle (operational) managers have jurisdiction-wide responsibility for patrol personnel on a single platoon or shift rotation. However, because crime and public order problems do not follow any particular shift schedule, no officer of sufficient rank to address these problems sees them as his to address. This observation, of course, does not apply to situations of such high visibility that they come to the attention of senior management. Even when problems have been clearly identified, their resolution may be hampered by the fact that no one individual is responsible and accountable for ensuring that sufficient resources are directed at

the problem to guarantee its successful resolution. Given the changing pattern of work hours associated with rotating shift schedules, even maintaining some level of continuity of strategy to address a problem becomes complicated.

Problems will only be identified and efficiently dealt with at the zone level when someone in authority is made accountable for the delivery of police services in the zone.

One way to build a zone-based accountability structure for the patrol function is to make the officers in charge of patrol responsible for a zone of the city rather than for a platoon. Under this model, they have (up to some specified level) authority to manage their zones in the way that best meets local service needs, and best addresses local problems. They are encouraged to develop and implement creative and innovative strategies for the provision of both reactive and proactive police services in their zones. Along with this increased level of authority comes an equal amount of responsibility to achieve demonstrable results. By demonstrable, we mean results which are reflected in crime and resource use data, and in public satisfaction. It is in this context that the supporting role of the zone crime analyst is so critical. As a manager, the zone commander would not be expected to wade through large volumes of data to seek out the information he needs for his deployment decisions. That would be the analyst's job. (See below for more detail on crime analysis.) The commander would however be expected to develop an awareness of what information is available, and be able to recognize how this information can be used to guide deployment decisions. Finally, the use of this information in monitoring the impact of deployment decisions would also have to become part of the commander's routine.

A final key element in building a zone-based accountability structure is establishing the means whereby senior management can be assured that the zones are being managed efficiently, effectively and in accordance with department priorities and policies. This can best be achieved by providing senior management with comparative operational statistics for the four zones on a

routine basis. The preparation and analysis of these statistics should be the responsibilty of a senior analyst/planner reporting to upper management. The senior analyst would also be responsible for the training and supervision of the technical work of the zone analysts, for the identification and analysis of problems which cross zone boundaries, and for long range planning on a city-wide basis.

In studying the need for decentralized authority in your department the following question can be used as a guide:

- If a chronic but relatively minor problem were observed in a particular neighbourhood, would one individual be clearly identifiable as being both responsible for, and possessing the authority to do something about the problem? (Data source: Review of Organizational Structure.)

In studying the feasibility of decentralized authority, we suggest the following questions as a guide:

- Is information on both reported crime and resource availability readily accessible to both middle and senior management such that local problems can be identified, studied and dealt with by the most appropriate means? (Data source: Review of current information flow and management reports.)
- Are your middle managers fully prepared to exercise greater authority on a decentralized basis? If not, what training would be required? (Data source: Compare revised job descriptions with current duties.)
- Could your current performance appraisal system accommodate a change in the role of middle management? If not, what changes would be required? (Data source: Review of current performance appraisal practices.)

3. Enhanced Role for Constables/Reduced Use of Specialists

Adoption of a comprehensive model of zone policing involves changing the role of patrol constables to include more investigative followup.

For certain types of cases, constables will be expected to retain the report until it is concluded. On the other side of the coin, the enhanced role of constables associated with the use of case screening procedures will reduce the volume of cases being forwarded for followup investigation by specialists. This will enable these specialists to focus their efforts on cases which require their technical expertise.

In studying the need for enhancing the constables' role, the following questions are suggested as a guide:

- Under your current system, what are the realistic expectations of promotion for your constables? If this analysis shows that many will spend their careers on patrol, what job enrichment options are open to you? The job enrichment provided by zone policing may be one possibility. (Data source: manpower planning data such as breakdown of staff age and number of years of service by rank.)

- Do your constables see themselves as merely "report takers"? If so, this limited and limiting view of the constables' job may be reflected in incomplete and uninformative occurrence reports. (Data sources: review of the quality of your current occurrence reports; interviews with patrol officers and their supervisors.)

- Could many cases currently being forwarded to the Detective office for followup be handled by the patrol officer at the scene? (Data source: Review of a sample of cases forwarded for investigation to determine the feasibility of having constables conclude a proportion of these cases.)

In studying the feasibility of enhancing the constables' role, the following questions are suggested as a guide:

- Is there time available for constables to spend on investigative followup without causing an unacceptable degrading of responses to call for service? (Data source: Analysis of unit availability, calls responded to by hour of the day, and day of the week.)

- Could more time be freed up for investigative work by patrol officers by delaying your response to certain call types or by increasing your use of telephone responses? (Data source:

Analysis of response times to calls for service by priority levels and type of call.)

- Are constables sufficiently trained to do investigative followup? And are their sergeant supervisors trained to supervise this type of work? (Data source: Compare revised job descriptions with current duties.)

- Could your current performance appraisal system accommodate a change in the role of patrol officers? If not, what changes would be required? Data source: Review of current performance appraisal practices.

4. Improved Internal Communications

One of the shortcomings of traditional approaches which zone policing is intended to address is the lack of communications within police organizations, particularly across shifts for patrol officers working in the same zone, across patrol areas and between patrol officers and investigators.

In studying the need for changes in internal communications practices, the following questions are suggested as a guide:

- Are your patrol personnel sufficiently informed of activity in their areas which occurs during other shifts? (Data source: Interviews with patrol officers and their supervisors.)

- Are your patrol personnel suificiently aware of activity in other patrol areas which may be relevant to their duties? (Data source: Interviews with patrol officers and their supervisors).

- Are your patrol and investigative personnel exchanging relevant information in a productive and timely manner? (Data source: Interviews with patrol personnel and investigators.)

- Do the people in your organization generally see communication channels as open and functioning to assist them in their work? (Data source: interviews and/or surveys of all levels of personnel.)

The feasibility of various approaches to enhancing internal communications has been demonstrated in many jurisdictions. Proven methods include

regular zone meetings, publications and shift briefings. Increased computerization in many police departments offers the promise of rapid and user-specific access to relevant information throughout the organization. The key role played by crime analysis in enhancing internal communications is discussed below.

5. Community Relations Emphasis

Maintaining open communications with the community serves two principal functions within a complete zone policing model. The first is to establish channels whereby the community can identify its problems to the police. The second is to establish a working relationship between the police and community groups whereby the assistance of these groups can be marshalled to address identified problems. In one Canadian city, for example, the police are participating in community committees representing various local interests. This is currently being done on a pilot basis in an effort to develop and test a model process for police-community cooperation. In another Canadian city, a recent police initiative, called Community Patrol, represents another approach to enhancing community relations. Under this model, each Community Patrol officer is assigned a specific "area of responsibility". The officer is expected to establish contact with a very broad cross-section of individuals and interest groups within the area. The relevance of this type of program to the potential establishment of a comprehensive zone policing model lies in the fact that the communications channels between the police and all segments of the zones should already be well established by the time any substantial move towards zone policing is made.

6. Crime Prevention Emphasis

Traditionally, crime prevention has been a specialized function performed by personnel with a city-wide responsibility. An approach which is more in keeping with the philosophy of zone policing involves decentralizing the delivery of crime prevention programs. The process followed in one Canadian

city an instructive example. In this police department, the officers in the crime prevention section are in effect, resource specialists. Their duties are to research and prepare materials for presentation and distribution by non-specialist patrol personnel. In effect, the work of delivering the crime prevention programs in the community is performed by patrol officers from the zone in question who have either expressed an interest, or shown a facility for doing this type of work. This model has the dual advantages of enabling the crime prevention specialists to increase the coverage of their materials with the assistance of local patrol personnel, and of providing a forum for the local patrol personnel to meet community groups in a helpful constructive context.

B. CRIME ANALYSIS/INFORMATION MANAGEMENT: A KEY TOOL

In order to meet its objectives of more efficient use of police resources and increased accountability, zone policing requires that information be used effectively. The major users of information are zone commanders and the crime analysts whose work supports their zone commanders. The emphasis which zone policing places on such proactive strategies as directed patrol, community relations and crime prevention demands that zone management exploit available information on crime patterns, non-criminal problems and resource availability. Only through analysis of existing and impending problems, and matching of operational priorities to available resources can zone commanders make the most efficient and effective deployment decisions. Analysis of the type described in this section is also critical to determining whether the chosen strategies are meeting their objectives, or whether a change of tactics is required.

1. Crime Analysis Defined

The crime analysis function can be defined as an analytical process that provides timely and useful information on patterns and trends in criminal

incidents and other problems which become known to the police, most often through calls for service. Basically, the crime analyst collates, organizes, analyzes and distributes the information he/she has received from operational personnel and organizational record-keeping systems. The primary data used in crime analysis come from occurrence reports.

As well as working with information on criminal incidents and other problems, the analyst must also be concerned with what might be called 'management' information. This includes such types of information as the number of calls for service, types of calls for service, location of these calls, time spent on each call, and unit availability. In order to optimize the use of the resources available to them, police managers should exploit both the criminal and managerial nature of crime analysis.

2. How Can Crime Analysis Help?

a) Determine operational priorities

One of the key elements of team policing is the decentralization of authority. Crime analysis can be used to inform those at the different levels of authority. Analysis can be provided at the patrol zone, district, or city level depending upon the needs of those involved. Patrol areas can be realigned and personnel can be deployed, based on the information provided by calls for service. Patrol deployment can be modified to correspond with an area's call for service demand. A manager can identify a crime problem and determine a strategy to combat it. All these decisions can be made by informed individuals based on the information available through crime analysis. Personnel in decision-making roles do not have to rely on inefficient means of data collection and recall in order to come to a decision.

b) Provide evaluative standards

A second purpose of crime analysis could again be classified as management information. This purpose involves defining evaluative standards

based on such measures as out-of-service time, officer-initiated calls, patrol car areas served and investigations handled.

c) Support specialist roles

Crime analysis can serve a useful function for sections such as Crime Prevention, Community Patrol, and Youth Liaison. The crime analysts can assist in both identifying problem areas for these specialists, and in feeding information back to them on the impacts of their activities.

3. Potential for the Future

In order to fully realize the potential benefits of crime analysis and management information, aspects of the process often have to be automated.

This is particularly true for larger police departments which deal with large volumes of cases. Automation allows for rapid retrieval of information. It also enables the analyst to perform types of statistical analyses, e.g. forecasting, which cannot practically be done without computers. When operating accurately and efficiently, automated crime analysis provides immediate information on which decisions can be made. Automation makes data more readily available, assembled more readily from a range of geographic locations.

C. THE "BOTTOM LINE": A CHANGE IN PHILOSOPHY

Zone policing as described in this chapter has as its ultimate goal more efficient and flexible use of police resources to meet neighbourhood policing needs. Traditional police response to neighbourhood policing needs has been based on a mobile response to specific requests for service. Patrol has become mobile, automated and incident specific. The zone policing model suggests that patrol options can be more varied than the traditional rapid response and random

mobile patrol. Presumably, the zone commander has both more information (ie through crime analysis, and geographic proximity) and more patrol time (delayed response, screened calls and 60% random patrol) on which to plan his operations. A number of old and new approaches to police patrol, such as expanded use of foot patrol, directed patrol and split force patrol should be encouraged. Zone policing is a means to an end, and that end is the provision of superior police services to the public. Patrol managers will have to become more creative and efficient in their use of patrol resources and their identification of problems, not just incidents that need these resources. Simply doing the same thing in a zone system will change little in the final analysis.

IV

IMPLEMENTATION

In the preceding chapter, we described a process for determining the need for, and feasibility of introducing zone policing in your department. To repeat the most prominent features of the model of zone policing discussed here:

- The establishment of a zone-based management and accountability structure.
- The provision of information support for zone management through zone-based crime and operational data analysis.
- The expansion of the constables' role to include more investigative and proactive duties.
- The strengthening of first line supervision.
- The use of differential levels of responses to calls for service.
- The introduction of case management, including case screening procedures.
- The integration of specialist services into the zone structure.
- Development of more community-based policing strategies.

This chapter presents a general plan for the implementation of zone policing. It is based on our consideration of the changes listed above, and on the experiences of other jurisdictions as described in research reports. We begin with a brief overview of these research findings.

A. SOME GENERAL PRINCIPLES

Research on implementing change in police organizations has identified 3 important components of successful implementation processes. These are:

- Producing multiple payoffs.
- Ensuring key actor participation in planning and problem solving over time.
- Building in a flexible problem solving process.

What implications do these three concepts have for implementing zone policing? The importance of "producing multiple payoffs" lies in the fact that the introduction of zone policing will effect the way individuals do their work at all levels of the organization. Hence it is critical that, if the cooperation of individuals at all levels is to be gained, the interests of individuals at all levels must be considered. To the extent possible, the anticipated changes must be presented in a positive way. A solid effort must be made to demonstrate to the individuals affected why the changes are important and necessary, and what benefits they individually can expect to reap from responding to the changes in a positive and constructive way. To some extent, we are back to the concept of the "carrot and stick". We should expect that the people effected by the proposed changes should ask "what's in this for me?", and we should have an answer ready for them.

The second keystone of successful change strategies is "ensuring key actor participation in planning and problem solving over time". The emphasis here is ensuring that senior management both is, and is seen to be actively supporting the anticipated change, and actively involved in its planning and implementation. As well, organizations planning major changes are encouraged to enlist the active support of all levels of the organization whose work will be effected by the change. This cross-sectional representation should be involved not only in planning the change but also in dealing with the problems which arise as the changes are being implemented.

The third and final characteristic of successful change implementation identified in the research is "building in a flexible problem-solving process". The

emphasis here is on establishing a process whereby problems which arise in the course of the change implementation can be recognized and handled in the manner most appropriate to the nature of the problem. The key words here are flexibility and responsiveness.

he research also identifies two pitfalls which should be avoided when change is to be introduced. These are:

- Open-ended and symbolic participation. This refers to prolonged discussions unaccompanied by clear operational targets, and soliciting but then ignoring inputs from key actors.
- A compartmentalized and inflexible planning process. That is, one that produces a too detailed and inflexible guide for operations, and then ends as implementation begins.

Based on these general principles, a set of procedural guidelines for implementing zone policing were developed and are presented below.

B. GUIDELINES FOR IMPLEMENTING ZONE POLICING

The approach used to implement zone policing is as important as the design. Both an extended planning period, and a phased implementation schedule are recommended. Additionally, a Zone Policing program as any other major change, requires continued support, monitoring and adjustment. In order to provide the necessary support and control, a formal administrative structure will be needed. A two-tiered structure of committees is recommended. Overall responsibility for, and control of the changeover to zone policing should rest with a senior implementation committee, possibly chaired by the Chief, and composed of representatives of a broad range of interests within the organization. The major role to be played by this group would be to coordinate and direct the activities of the working groups, and make final decisions on their recommendations. The senior committee would also have responsibility for building support for, and commitment to the proposed changes.

In order to keep the implementation process both under control, and on schedule, we strongly recommend that a full-time analyst/planner position be staffed. This individual would, for the duration of the implementation process, be responsible for planning, coordinating and monitoring the efforts of the working groups. He would be the "staff" of the senior committee, and would report, both informally and in writing to the senior committee on the day to day progress of implementing zone policing. We believe that without this full-time commitment to the implementation process, the necessary documentation and communication to senior management of both successes and problems will not occur. Implementation of a set of changes as profound and wide ranging as zone policing cannot be dealt with on a part-time basis with any real hope of success. More generally, we also believe that the role of senior analyst/planner, as described earlier, is one which is critical to the ongoing operation of zone policing.

The actual detailed planning and implementation work would be performed by a number of working groups. Each of these groups would be assigned responsibility for the planning, implementation and monitoring of a specific aspect of zone policing. Committee membership should reflect the nature of the committee's topic. A preliminary listing of committee topics would include: job descriptions/training/performance appraisal, zone and patrol area definition, information management and utilization, and decentralization of specialist services.

The following sections gives suggestions for planning and gaining commitment to the program, for initial training and implementation steps, and for providing continued support to the program. These will be the generic duties of the working groups.

1. Phase I: Planning

Adequate planning is essential for Zone Policing, since a Zone Policing program will involve major changes to both the organization and the operation of the department.

To become familiar with Zone Policing and what it has to offer as well as with possible problems in implementation it will be very useful to consult with and visit other police departments, and study background reports on Zone Policing programs.

Early in the planning stage, the designation of working groups to plan and implement Zone Policing will be essential. Through the use of such working groups, all sections and divisions of the Force can be included in the planning stage. Patrol officers should be included in each aspect of the planning. Any committee dealing with police contacts with the community may want to involve citizens, or representatives of citizen groups.

Depending upon the existing level of knowledge, some early effort should be directed towards documenting current practices and procedures. This will assist in identifying what needs to be changed, and in matching the benefits promised by zone policing with existing problem areas. Information of this type can usefully serve a 'marketing' function by providing a rationale to the rank and file for the proposed changes. In addition, documentation of current practices establishes performance benchmarks against which the achievement of the zone policing program can be assessed.

Once the decision is made to implement the program, the working groups will prepare a detailed program design and develop an implementation plan. The design should establish which functions are to be decentralized and the methods to be used, along with the management structure and the required support mechanisms. The plan should follow a phased approach, outlining the various steps required to implement the program.

Other preparation for Zone Policing will include the writing of policy and procedure manuals or revising existing ones. It is important for the officers to have guidelines to follow as part of Zone Policing. Also, job descriptions will need to be either expanded or developed for the first time. Finally, depending on the present records system, improvements may be necessary to support the new

program, since this approach requires more information and better coordination than traditional policing.

2. Phase II: Gaining commitment for zone policing

It will not be possible to implement the program without commitment at all levels, both within and outside the Force. Zone Policing introduces major changes to both the organization and operation of the Force. Such changes are not feasible without a large commitment on the part of everyone involved.

The Chief must provide strong leadership in order for Zone Policing to succeed. This will be needed to gain essential support for Zone Policing from all ranks and sections of the organization. Non-cooperation on the part of any one group may undercut the program. As noted above, various methods such as including all ranks and sections in the planning phase can be used to gain overall support. This will enable all groups to participate in a direct way and to voice their views. Persons not involved in the direct planning should be kept informed of issues considered and decisions made, through memos, announcements at roll calls or other methods.

It will be especially important to involve the Police Association in all planning phases. Without their support, the changes required for Zone Policing will be difficult to develop and implement.

Commitment for Zone Policing should also be obtained from outside the department, both within the community and within the city government process. Community support is particularly important if the department is planning extensive community-police programming. In preparing media campaigns to kick-off the program, attention has to be paid to over-reaction of the community whose expectations may be too high. Another method to gain community support is to include selected community leaders in the planning phases.

3. Phase III: Training

The model of zone policing described in Chapter II of this report involves changes in the traditional roles of most operational personnel. Many of these changes have implications for staff training and performance appraisal. Exhibit IV-1 summarizes the changes to staff roles inherent in the implementation of our comprehensive model of zone policing.

EXHIBIT IV-1 Anticipated changes in staff roles resulting from switch to zone policing

Level	Implications
Senior Management	Reliance on Zone Managers to run zones with fair degree of autonomy
	Sole responsibility for city-wide and long range problems
	Need for senior planner/analyst as information manager and researcher
	Need to establish formal call screening procedures
Senior Planning/Analyst	Critical position to be created
Inspectors (Patrol)	Solely responsible for zone rather than a platoon
	Need to be able to identify and respond to zone problems
	Need for crime analyst to act as zone-level information manager
Zone analysts	Critical positions to be created
Staff Sergeants (Patrol)	Assigned by Zone
	More active in quality control re occurrence reports

EXHIBIT IV-1 **Anticipated changes in staff roles resulting from switch to zone policing (cont'd)**

Level	Implications
Sergeants (patrol)	More active in quality control re reports
	Able to supervise investigative work of constables
Constables	Take on limited investigative work
	More emphasis on community relations, crime prevention
General Investigation	Assigned by Zone
Specialist Investigation	Form centralized Major Crimes Section
Specialist Support	Assigned by Zone
- Crime Prevention - Youth Liaison - Community Patrol	Act more as a resource to zone personnel than as service deliverers

Development and conduct of the necessary training programs will be a major undertaking. Definition of training needs, and preparation of training materials and schedules must occur early in the implementation process. In order not to disrupt routine to an unacceptable extent, training should be conducted over an extended period, perhaps as much as a year, and introduced in phases to the different sections of the organization. We recommend the use of videotaped materials to both make the most efficient use of designated trainers, and to ensure consistency in the information provided.

4. Phase IV: Monitoring and adjustment

Just as important as a good design and a careful plan for implementation of a zone policing program are continued monitoring and adjustment.

Mistakes must be expected and allowed. If major problems develop however, the program may need to be modified or additional training and support provided. It will be the responsibility of the working committees to monitor activities, identify problem areas, and provide officers the opportunity to voice their criticisms and suggestions.

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